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C O N F I D E N T I A L SECTION 01 OF 03 ADDIS ABABA 004016

SIPDIS

DEPARTMENT FOR AF/FO, AF/SPG, AF/RSA, AF/E, EUR/RPM, IO.

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TAGS: [PREL](#), [MARR](#), [MOPS](#), [EATD](#), [SU](#), [AF](#), [UNION](#), [DARFUR](#)

SUBJECT: AU ON AMIS: TRANSITION TO BLUE HATS "ONE OF THE
OPTIONS"

Classified By: CHARGE D'AFFAIRES A.I. VICKI HUDDLESTON. REASON: 1.4 (B)
AND (D)

11. (C) Summary: African Union (AU) Acting Peace and Security Commissioner El-Ghassim Wane confirmed to Addis-based partner representatives December 5 that the AU expects that the December 10-20 planning mission to Darfur to assess AMIS will make recommendations regarding the future of AMIS, to include transition to a UN mission. While the AU Commission is not in a position to "prejudge" the outcome of a Peace and Security Council (PSC) decision (expected in early January), by stating explicitly in writing that the assessment mission should consider transition of AMIS to a UN mission, Wane assured partners that AU Commission Chairperson Konare and UNSYG Annan "are talking." UN representatives in Addis caution that the UN does not consider the AU-led planning mission a simultaneous UN reconnaissance mission for transition. They do appear comfortable with the three-step process of planning mission, PSC decision, UNSC planning authorization, with the planning mission being a step required to get a PSC green light. Wane also stated that he does not believe a PSC decision authorizing an increase in AMIS numbers would be realistic. Post acknowledges Department-proposed rehatting strategy, but notes the need to also work with PSC members, including current chair Algeria and incoming chair Cameroon, to produce a positive PSC outcome. End summary.

AU-LED PLANNING MISSION

12. (U) The AU has issued the following terms of reference for its December 10-20 assessment mission to Darfur:

-- Undertake an in-depth and critical review of the operations of the military and civilian police components of AMIS, in relation to the implementation of their mandate, as spelt out in Decisions PSC/PR/Comm. (XCII) and PSC/PR/Comm. (XXVIII) adopted by the PSC on 20 October 2004 and 28 April 2005, respectively;

-- Assess the extent of the implementation of the recommendations of the AU-Led Assessment Mission of 10 to 20 March, 2005, as reflected in the Report of the Chairperson of the Commission on the Situation in the Darfur Region of the Sudan (PSC/PR2 (XXVII)) and subsequently approved by the PSC;

-- Evaluate the prevailing security and humanitarian situation in Darfur, as a whole;

-- In light of its finding, make recommendations on the way forward.

13. (U) The U.S., Canada, EU and UN have been invited to participate in the assessment mission. The AU is considering participation of remaining key contributors Norway and NATO. AU Special Representative for Sudan Amb. Kingibe will lead the mission and the AU seeks to keep total mission size to 30 representatives. Darfur Integrated Task Force (DITF) Head Amb. Ki Doulaye, defense attaches from each of the troop contributing countries (Gambia, Nigeria, Rwanda, Senegal and South Africa), police contributing country Ghana and the current and future chairs of the PSC (Algeria and Cameroon) will take part for the AU.

14. (U) The AU foresees that the technical assessment mission will take place from December 10-17 and that the team will travel to Addis Ababa to draft the assessment mission report from December 17-20. According to Wane, the PSC will meet on Darfur in Addis Ababa in early January.

AU: UN TRANSITION "AN OPTION"; UN URGES ONE STEP AT A TIME

15. (SBU) On December 5, Partner representatives met to exchange ideas ahead of a planning mission coordination meeting with AU Acting Peace and Security Commissioner El-Ghassim Wane. Representatives from the UN Assistance Cell to the AU pointed out that New York does not view the AU's assessment mission terms of reference as sufficient to allow

a UN reconnaissance mission simultaneous to the AU-led mission. The UN does view the terms of reference as a "slightly open door" to join the mission and include paragraphs on the topic of transition to a UN mission as one of the options open to the AU for the future of AMIS. The UN representatives cautioned that the UN needs UNSC planning authority before it can properly consider and plan a transition. U.S., UK and Canadian representatives responded that the assessment mission is a necessary precursor to an AU PSC green light and that the PSC report must contain sufficient information regarding transition requirements to enable a PSC decision.

16. (SBU) In terms of AU perspective regarding the terms of reference point on "the way forward" for AMIS, Wane explained that the AU Commission is not in a position to "prejudge" the outcome of either the assessment mission conclusions or the PSC decision. The AU purposely drafted the terms of reference to be broad enough to enable the assessment mission to reach "any informed conclusion" regarding the future of AMIS, and to back up conclusions with concrete information to enable a PSC decision. Wane said that he speaks on behalf of the Commission in saying that the assessment team "can make any recommendation it deems appropriate based on the situation on the ground." He elaborated that enlargement and extension of AMIS' mandate is an option, as is UN transition. He noted that a PSC decision to enlarge AMIS does not appear practical due to funding and other constraints.

17. (SBU) Partners pointed out that UNDPKO may need some reassurance that while the AU Commission cannot make requests, the AU does see UN transition as "an option" for the future of AMIS, to which Wane responded that he is certain AU Commission Chairperson Konare and UNSYG Annan "are talking." He stated that transition "has been on our minds" at the AU, but noted that the issue of AMIS transition is politically more difficult than that of the AU Mission in Burundi. In the latter's case, the PSC foresaw a transition from day one. UN representatives appeared satisfied with Wane's comments, but noted that the UN is primarily in Addis to assist the AU, and is not actively advocating mission handover.

FURTHER CLARIFICATIONS

18. (SBU) Partners asked for clarification as to the extent to which the assessment mission report will influence the report for the PSC, given the fact that the DITF has already prepared a report for Konare's review. Wane responded that the AU sees the assessment mission as part of a process to produce a comprehensive report for the PSC. He stated that the AU will extract relevant sections from the assessment mission report to add to the PSC report. Wane noted that the assessment mission is designed to present Konare with informed options for him to make recommendations to the PSC. The AU Military Staff Committee and the Abuja Political Talks Team will also contribute to the PSC report, he said. Wane indicated that AU Legal will advise on the relationship between the AU and the International Criminal Court (ICC) as relates to Darfur.

19. (SBU) Wane noted that other assessment mission objectives are to assess the performance of AMIS against its mandate, taking into account a prevailing situation of non-cooperation amongst Sudanese parties; to assess AU implementation of March assessment mission recommendations; and to put AMIS in the context of prevailing security and humanitarian situations in Darfur. The Canadian representative stated that Ottawa would like the assessment mission to also examine partner implementation of commitments to AMIS.

THE LONG ROAD TO A PSC DECISION

10. (C) Comment: With the AU's (albeit careful) confirmation that UN transition is one of the options to be considered in a Commission report to the PSC making recommendations on the future of AMIS, the burden is on partners to work with the AU and key PSC member states to ensure that the idea of transition is politically palatable. Measures to improve AMIS ground coverage and command and control will help ensure AMIS can exit having implemented March assessment mission recommendations and improved mandate execution. Significant progress in the Abuja talks is not guaranteed, but favorable to the AU's portaying its Darfur lead as a success if achieved. AU Special Representative Kingibe, who is to lead the assessment mission, has been more forward-leaning than other AU officials on the issue of UN transition. On the other hand, PSC Chair Algeria has expressed re-hatting reservations to Addis-based AU partners. Addis-based Algeria and Egypt Embassy representatives feel that AMIS needs more time to prove itself before the UN takes over. If Addis-based UN representative comments match positions held

in New York, the UN may also need guidance that including in the assessment mission report information on steps needed to affect a UN transition is necessary to ensure that the AU Commission can make informed recommendations to the PSC. End comment.

11. (U) Minimize considered.
HUDDLESTON